United Nations A/56/167

General Assembly

Distr.: General
3 July 2001

Original: English

Fifty-sixth session
Item 113 of the preliminary list*

International migration and development, including the question of the convening of a United Nations conference on international migration and development to address migration issues

Report of the Secretary-General

Summary

The present report has been prepared in response to the request made by the General Assembly in resolution 54/212 of 22 December 1999. It was drafted in consultation with relevant bodies, agencies, funds and programmes of the United Nations system and other relevant intergovernmental, regional and subregional organizations in the field of migration and development. The report summarizes national policies on international migration and the views of Governments regarding the convening of a United Nations conference on international migration and development; describes recent activities carried out by the relevant organizations at the regional and international levels, taking account of the lessons on migration management and policies that they have learned through their activities; and addresses the possible mechanisms within the United Nations system to examine the issues related to international migration and development.

* A/56/50.

01-44903 (E) 090801

Contents

		Paragraphs	Page
I.	Introduction	1–2	3
II.	National policies on international migration and the views of Governments regarding the convening of a United Nations conference on international migration and development	3–17	3
III.	Recent work of the relevant bodies, agencies, funds and programmes of the United Nations system and other international organizations in the field of international migration and development	18–55	5
	A. United Nations Secretariat	19–22	6
	1. Population Division	19–21	6
	2. Statistics Division	22	6
	B. United Nations regional commissions	23–25	6
	C. Committee for Development Policy	26	7
	D. Other organizations within the United Nations system	27–41	7
	1. Commission on Human Rights	27-29	7
	2. Commission on Crime Prevention and Criminal Justice	30	8
	3. United Nations Institute for Training and Research	31–32	8
	4. United Nations Population Fund	33	8
	5. Office of the United Nations High Commissioner for Refugees	34–36	9
	6. Food and Agriculture Organization of the United Nations	37	9
	7. International Labour Organization	38–41	10
	E. Organizations outside the United Nations system	42–55	10
	1. International Organization for Migration	42–46	10
	2. Organisation for Economic Cooperation and Development	47–48	11
	3. Council of Europe	49–50	12
	4. European Union	51–52	12
	5. International Centre for Migration Policy Development	53	12
	6. Metropolis	54–55	13
IV.	Possible mechanisms to examine the issues of international migration and development within the United Nations system	56–63	13

I. Introduction

1. The General Assembly, in its resolution 54/212 of 22 December 1999, requested the Secretary-General to submit at its fifty-sixth session "a report that will, inter alia, summarize the lessons learned, as well as best practices on migration management and policies, from the various activities relating to international migration and development that have been carried out at the regional and interregional levels". It also requested the Secretary-General to "recommend for the consideration of the Assembly policy actions that could be pursued at the international level". These actions should take into account, inter alia, the following: (a) the report of the Committee for Development Policy on its examination of the issue of migration and development; (b) the work of the relevant bodies, agencies, funds and programmes of the United Nations system and other international organizations in the field of international migration and development; (c) the possible mechanisms within the United Nations system to examine international migration and development in a comprehensive and integrated manner; and (d) the need to provide, in consultation with relevant United Nations bodies, an analysis of data relating to migration within and between the various regions.

2. The present report has been prepared in response to that request, and in consultation with relevant bodies, agencies, funds and programmes of the United Nations system and other relevant intergovernmental, regional and subregional organizations in the field of migration development. The report summarizes national policies on international migration and the views of Governments regarding the convening of a United Nations conference on international migration and development; describes recent activities carried out by the relevant organizations at the regional and international levels, taking account of the lessons on migration management and policies that they learned through their activities; and addresses the possible mechanisms within the United Nations system to examine the issues related to international migration and development.

II. National policies on international migration and the views of Governments regarding the convening of a United Nations conference on international migration and development

3. International migration has been receiving increasing attention at the policy level, as a global phenomenon involving a growing number of countries. According to the data available from the Population Policy Database of the Population Division (Department of Economic and Social Affairs of the United Nations Secretariat), in the mid-1970s international migration was a topic of secondary concern for many Governments;[1] their intervention was mostly confined to the administrative regulation of national borders. Over the past decades, the number of Governments adopting measures to control these flows has increased. The percentage of countries with policies to lower immigration had reached 35 per cent by 1995, as compared to only 6 per cent in 1976. During this period, the percentage of Governments which adopted measures aimed at maintaining their levels of immigration or non-intervention policies decreased from 87 per cent to 61 per cent. In particular, developed countries showed the strongest inclination towards restricting immigration.

4. With regard to emigration policies, between 1976 and 1995, the percentage of countries seeking to lower emigration had increased from 13 per cent to 20 per cent. As of 1995, three quarters of the countries aimed at maintaining their existing level of emigration or not to intervene, a decline from 83 per cent in 1976. Both developed and developing countries showed similar trends in the evolution of their views.

5. Reflecting the growing concern about international population mobility and the weak understanding of its relationship to development, the possibility of convening a conference on international migration and development has been pursued. Since 1995, the Population Division of the United Nations Secretariat has solicited on three occasions the views of Governments regarding this possibility, as a follow-up activity to the International Conference on Population and Development (ICPD).

6. In accordance with General Assembly resolution 49/127 of 19 December 1994, the first letter to seek views about objectives and modalities for the convening of such a conference was sent to all permanent representatives to the United Nations in February 1995. By April 1995, responses had been received from 37 Governments. These responses constituted the basis for the preparation of the report of the Secretary-General on international migration and development (E/1995/69). Because of the high level of non-response, however, it was not possible to assess views representing all Governments.

7. Pursuant to General Assembly resolution 50/123 of 20 December 1995, a second letter was sent in April 1997 to all permanent representatives to obtain the additional views of Governments on the proposed conference. Consequently, based on the views of 65 Governments that responded to either the 1995 or the 1997 letter, the report of the Secretary-General (A/52/314) was prepared, and discussed by the General Assembly at its fifty-second session.

8. The General Assembly, in its resolution 52/189 of 18 December 1997, requested further solicitation of views on the possibility of convening a conference on international migration and development. Hence, a third letter was sent in March 1999 to all permanent representatives, especially inviting those Governments that had not responded to the letters sent in 1995 and 1997 to express their views. By June 1999, responses had been received from 34 Governments. Based on the responses received from 76 Governments that had expressed their views since 1995, the report of the Secretary-General (A/54/207) was prepared and submitted at its fifty-fourth session. There were two Governments whose response arrived in 1999, but too late to be included in the report. Incorporating these additional responses, the following section summarizes the views expressed by these Governments.

9. Altogether, there are 110 Governments that have never replied to the letter. Out of the 78 Governments whose responses were received through the past three surveys, 47 were generally in favour of convening a conference on international migration and development and 26 expressed reservations about holding such a conference; the remaining 5 Governments expressed only partial support for convening a conference. While these Governments are somewhat more open to the possibility of convening a conference, they considered that other options should first be pursued to address the issue of international migration and development.

10. Among the 47 Governments that favoured holding a conference, the majority proposed that it should be of a technical and analytical nature. However, there existed a variety of views regarding its possible objectives and the issues to be addressed. Many Governments envisaged the conference as a forum to explore key aspects of international migration and development, such as the causes and consequences of international migration, the levels and trends of international migration, and the positive and negative aspects of international migration in relation to development for countries of origin, destination, and those in transit. Others showed an interest in holding a conference in order to consolidate the rights of migrants, especially of migrant workers and refugees in host countries. A few other objectives of a conference addressed by a number of Governments included the development of strategies or policies to better manage migration flows, and facilitation of dialogue between countries concerned to enhance bilateral or multilateral cooperation.

11. With regard to types of migrants that a proposed conference should deal with, there was considerable agreement among the 39 Governments that commented on the question. The majority of them considered that a comprehensive approach was required and that all types of migrants should be taken into account. A number of Governments also favoured a one-week duration of the proposed conference. The main outcome of a conference most frequently mentioned was a plan of action which countries could follow. Several other Governments were of the opinion that the conference should produce a declaration, recommendations, resolutions or agreed principles.

12. As for the preparatory process for a proposed conference, virtually all Governments that expressed an opinion on the issue considered that regional meetings would forge a first level of consensus over such complex issues as international migration and development. Thus, according to this view, convening regional or even subregional meetings prior to a global conference would be necessary. These meetings were also thought to be necessary to facilitate the efficient operation of the conference. Most Governments expressing a view also supported the idea of holding a meeting of a preparatory committee leading towards a

global conference, but with varying frequency and duration.

13. Regarding the possible composition of the secretariat for the proposed conference, the views varied considerably among the Governments. A number of Governments suggested that the secretariat be constituted by personnel from different United Nations bodies and relevant organizations. Some Governments also mentioned the possibility of including in the secretariat representatives or experts from States Members of the United Nations, while others suggested that the secretariat should have balanced regional representation and allow the participation of international non-governmental organizations (NGOs).

14. With respect to the funding for a conference, the majority of Governments suggested that the United Nations finance the conference, although they did not always make clear whether funding should come from the regular budget of the Organization. Many mentioned the United Nations bodies, the specialized agencies, and intergovernmental organizations as possible sources of funding. Special contributions from donor countries, at least in part, was also a commonly mentioned source of funding. A few countries specified that such donor Governments included mainly the industrialized developed countries.

15. Among the 26 Governments that did not favour the holding of a conference, a widely shared view was that international migration and development issues had already been the object of discussion in several United Nations conferences and that, especially in the face of United Nations budgetary constraints, scarce resources would be better used to ensure the implementation of the commitments made at those conferences than in convening another one. A number of Governments further expressed the view that the issue of international migration and development should be addressed through the existing mechanisms. Several Governments also considered that the complex issues of international migration could be most productively addressed through regional negotiations, so that conditions particular to the region can be factored into concrete policy responses.

16. The five Governments that expressed only partial support for the convening of a conference felt that more work was necessary to clarify and define its objectives. They generally considered that regional or bilateral negotiations were more likely to lead to meaningful ways of dealing with the issue of international migration, as did some of the Governments that did not favour the holding of a conference.

17. In summary, a total of 78 Governments have expressed their views since 1995 regarding the convening of a United Nations conference on international migration and development. The responses from the Governments represent 41 per cent of the full membership of the United Nations. Although the majority of the responding Governments appeared to be in favour of holding a conference, there was a lack of consensus on its objectives, its funding and the composition of its secretariat. Furthermore, a number of Governments expressed serious reservations about convening such a conference, given the current financial constraints of the United Nations. Generally, these Governments appeared more in favour of adopting a regional or subregional approach in considering the issues of international migration and development.

III. Recent work of the relevant bodies, agencies, funds and programmes of the United Nations system and other international organizations in the field of international migration and development

18. As the following inventory shows, within the United Nations system, different United Nations departments and programmes, specialized agencies, and other bodies deal with various aspects of international migration, either directly or indirectly in terms of its relation to development. In addition, a number of intergovernmental organizations outside the United Nations system as well as many NGOs deal with migration issues and provide assistance to migrants of different types. The following overview of the relevant activities of different bodies and organizations highlights their specific areas of expertise and activities carried out primarily at the regional and interregional levels during the past two years. When the information is available, the lessons learned on migration management and policies emerging from their activities are also summarized.

A. United Nations Secretariat

1. Population Division

19. Under the guidance of the Commission on Population and Development, the Population Division of the Department of Economic and Social Affairs carries out studies on levels and trends of international migration, on international migration policies, and on the interrelations of international migration and development. In March 2000, the Population Division issued a working paper entitled "Replacement Migration: Is it a Solution to Declining and Ageing Populations?",[2] to address various implications of the changes in population size and age structure that low-fertility countries will be likely to experience. It examined the situation for eight countries: France, Germany, Italy, Japan, Republic of Korea, Russian Federation, United Kingdom of Great Britain and Northern Ireland and United States of America; as well as Europe and the European Union, highlighting in each case, the impact that various levels of immigration might have on population size and population ageing. The study concluded, inter alia, that the level of migration that would be needed to offset population ageing is unreasonably large, and would entail vastly more immigration than occurred in the past, hence immigration cannot be a realistic solution to population ageing. This exploratory study has widely drawn the attention of scholars, policy makers and journalists, and stimulated the discussion on the role of immigration as a policy option.

20. As a follow-up to the study, the Division convened an Expert Group Meeting on Policy Responses to Population Ageing and Population Decline, in New York, 16 to 18 October 2000. Influencing the level of migration was one among the various policy options that experts examined to cope with such unprecedented demographic challenges. In June 2001, the Division also released the database "International migration from countries with economies in transition, 1980-2000". It contains time series data on migration flows from and to countries in Eastern Europe, all successor States of the former Union of Soviet Socialist Republics, Albania and the former Yugoslavia. The database also includes the data on migrant stock in these countries.

21. Throughout its activities, the Population Division attaches importance to international migration as a major component of population change. At the global level, international migrants continue to be concentrated in and originate from a moderate number of countries, but their movements have significant socio-economic as well as demographic implications. In particular, the impact of international migration is likely to be significant in developed regions where low fertility tends to create a shortage of labour in the working age groups.

2. Statistics Division

22. The Statistics Division of the Department of Economic and Social Affairs continues to collect data on international migration for publication in the *Demographic Yearbook*. The Division routinely gathers statistics on major categories of inflows and outflows of international migrants as well as on migrant stock in a country. The Division also continues to disseminate the *Recommendations on Statistics of International Migration, Revision 1*.[3] The Recommendations, published in 1998, provide a framework for the characterization of different categories of international migration and reviews the major types of data sources yielding statistics on international migration flows.

B. United Nations regional commissions

23. Over the past years, the United Nations regional commissions have been engaged in a growing number of activities in the field of international migration and development. For example, the Economic Commission for Europe (ECE), in collaboration with other relevant organizations, such as Eurostat and the Council of Europe, regularly collects international migration statistics among ECE countries. It has also organized intergovernmental meetings and training workshops on international migration statistics. The most recent one, the ECE-Eurostat Work Session on Migration Statistics, held in May 2001, enabled Governments to exchange experiences on best practices in this field of statistics, and to assess difficulties countries are encountering in complying with the latest set of the United Nations *Recommendations on International Migration Statistics*.

24. Most activities of the Economic Commission for Latin America and the Caribbean (ECLAC) regarding international migration and development are undertaken by the Latin American and Caribbean Demographic Centre (CELADE). The collection of international migration statistics in the region and their

compilation in a data bank, known as Investigation of International Migration in Latin America (IMILA), have been regular activities of the Centre. In addition, CELADE has been active in organizing and participating in national and regional technical meetings on international migration. In September 2000, it organized a Symposium on International Migration in the Americas. The findings of the Symposium were used as inputs for the Plan of Action of the Third Summit of the Americas, held in April 2001. In June 2000, CELADE also organized a Workshop on Best Practices relating to Migrant Workers. As international migration is one of the emerging issues in the region, CELADE also carries out research on the consideration of international migration in economic integration agreements and on the movement of skilled human resources.

25. In October 1999, the Economic and Social Commission for Western Asia (ESCWA), through the Population Section of the Social Development Issues and Policies Division, organized an Expert Group Meeting on International Migration in the Middle East: Patterns and Implications for Sending and Receiving Countries. The meeting focused on the socio-economic and political forces influencing the current process of migration, taking into consideration changes brought by the 1991 Gulf War, and proposed a framework for policies that serve both sending and receiving countries. The Population Section collects migration data and estimates the migration rates for countries in the region. However, the lack of adequate statistical information and meagre number of researchers on international migration are among the serious concerns chronically expressed in the region. ESCWA emphasizes the need for a regional survey on migration for better formulation of policies, because the size and characteristics of international migrants in the region have changed tremendously during the past decade.

C. Committee for Development Policy

26. The Economic and Social Council reconstituted in 1998 the Committee for Development Policy, the former Committee for Development Planning, with a new work programme.[4] The Committee is an independent expert subsidiary body of the Council, comprising 24 independent experts who are drawn from the fields of economic development, social development and environmental protection and are able to contribute to emerging issues and to the multilateral process. To date, the issue of international migration and development has not yet been directly examined by the Committee.

D. Other organizations within the United Nations system

1. Commission on Human Rights

27. The Commission on Human Rights is responsible for reviewing the follow-up and implementation of the Vienna Declaration and Programme of Action, adopted by the World Conference on Human Rights on 23 June 1993,[5] and for addressing all issues related to the realization of the rights recognized in international human rights instruments or to the violation of such rights. Thus, the Commission is the body best suited to deal with human rights issues in relation to international migration. Since the International Convention on the Protection of the Right of All Migrant Workers and Members of Their Families was adopted by the General Assembly in its resolution 45/158 of 18 December 1990, the Commission has urged Member States to consider the possibility of signing and ratifying or acceding to ratify the Convention as a matter of priority. In resolution 2001/53, adopted during its fifty-seventh session, the Commission requested the Secretary-General to provide all facilities and assistance necessary for the active promotion of the Convention. As of 18 May 2001, 10 countries were signatories to the Convention and 16 countries ratified it, becoming parties to it. The Convention will enter into force after 20 States have accepted it.

28. In accordance with its resolution 1999/44 of 27 April 1999, the Commission appointed a Special Rapporteur on the human rights of migrants to examine ways and means of overcoming existing obstacles to the full and effective protection of the human rights of this vulnerable group, including those who are non-documented or in an irregular situation. The Rapporteur studies issues of concern, and, if necessary, informs Governments about the gaps in their policies that can cause violations of migrants' human rights, and urges countries to ratify international mechanisms that address migrants. The Commission welcomed the reports of the Rapporteur on Human Rights of Migrants at its fifty-sixth session (E/CN.4/2000/82 and Add.1)

and at its fifty-seventh session (E/CN.4/2001/83 and Add.1).

29. Pursuant to General Assembly resolution 55/93 of 4 December 2000, 18 December has been proclaimed as International Migrants Day. Member States, as well as intergovernmental and non-governmental organizations are invited to observe the day through, inter alia, the dissemination of information on the human rights and fundamental freedoms of migrants, the sharing of experience and the design of actions to ensure their protection.

2. Commission on Crime Prevention and Criminal Justice

30. In recent years, trafficking in human beings and its close linkage to transnational organized crime have arisen as new challenges to migration management. Setting out an international strategy to fight against transnational criminal activity, including trafficking in persons, has become one of the main agendas for the Commission. On 15 November 2000 in its resolution 55/25, the General Assembly adopted the United Nations Convention against Transnational Organized Crime and the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, the purpose of which is to prevent and combat trafficking in persons, paying particular attention to women and children; to protect and assist the victims of such trafficking; and to promote cooperation among States parties to meet these objectives; and the Protocol against the Smuggling of Migrants by Land, Sea and Air, which provides an effective tool to combat and prevent the smuggling of human cargo, reaffirming that migration in itself is not a crime, but migrants may be victims in need of protection.

3. United Nations Institute for Training and Research

31. The United Nations Institute for Training and Research (UNITAR) has been executing the International Migration Policy Programme (IMP) since 1998. IMP is an inter-agency programme co-sponsored by UNITAR, UNFPA, ILO and IOM. It has sought to strengthen the migration management capacity of Governments and to foster regional and international cooperation towards orderly migration and protection of migrants. By mid-2001, IMP had organized eight regional meetings in Central and Eastern Europe, southern Africa, Asia-Pacific, Central Asia and the Caribbean, for migration capacity-building, practice-oriented training and cooperation, involving some 400 senior to middle-level government officials from over 70 countries. Each of these exercises was held in a specific regional context, and under this regional approach, IMP maintained its focus on developing countries and countries in transition where national migration management, intergovernmental dialogue and cooperation need to be strengthened. IMP is also partnering with the ILO Turin International Training Centre (ITC) in a global three-year project aimed at providing training on all aspects of migration to junior government officials from developing countries and countries in transition.

32. It appears that IMP's interdisciplinary and inter-agency approach has provided Governments with a comprehensive picture of the complex nature of international migration and on best practices concerning migration and human displacement. Because of different perspectives and interests regarding migration and its close link to national security, migration is still regarded as a highly sensitive issue. The experience of IMP is that the provision of venues for open dialogue can help Governments to achieve a level of familiarity and confidence that is necessary for migration management cooperation.

4. United Nations Population Fund

33. The United Nations Population Fund (UNFPA) provides assistance to developing countries in dealing with their population problems; promotes awareness about the implications of population problems; and plays a leading role in promoting population programmes, particularly relating to reproductive health. In collaboration with ILO, IOM and UNITAR, UNFPA has been supporting IMP. UNFPA has also provided funds for the collection of data on migration and policy-oriented studies on international migration. In November 2000, the Latin America and the Caribbean Division of UNFPA, through its regional programme, in collaboration with IOM and the Latin American Faculty of Social Sciences, organized a Regional Seminar on Caribbean Migration in the Dominican Republic in November 2000, attended by government officials, experts and representatives of regional and international organizations. The specific objectives of the seminar were to: promote a better

understanding of Caribbean migration and migration trends as they relate to economic development and regional integration; contribute to the exchange of knowledge on migration policies within international interdependence and regional integration; and discuss issues such as temporary or regular labour migration, irregular migration, use of remittances and migrant smuggling and trafficking and explore ways to address them.

5. Office of the United Nations High Commissioner for Refugees

34. The mandate of the Office of the United Nations High Commissioner for Refugees (UNHCR) is to provide international protection and humanitarian assistance to refugees and to seek solutions for refugee problems. It strives to ensure that everyone can exercise the right to seek asylum and find safe refuge in another State, and return home voluntarily. Until recently, UNHCR had made a conscious effort to maintain a sharp distinction between refugees and other types of migrants, so as to emphasize the special legal status and protection needs of its beneficiaries. Increasingly, however, it has recognized the relevance of development issues to the tasks of refugee protection and assistance. It became clear that refugee flows and migratory movements could not always be strictly separated. Refugee movements, which appeared to be the result of political, religious or ethnic persecution, might be more fundamentally rooted in the problems of poverty, underdevelopment and the competition for scarce resources among social groups. Furthermore, when long-standing armed conflicts came to an end and refugees were finally able to return to their own countries, an evident need arose for the immediate implementation of rehabilitation activities, bridging the gap between the short-term assistance provided by humanitarian agencies and the longer-term development programmes of Governments, bilateral donors and international organizations.

35. Thus, UNHCR has become more directly involved in the issues of international migration and development. Its activities related to development consist of: (a) establishing community-based, multisectoral reintegration and rehabilitation programmes in countries and areas receiving large numbers of returning refugees and internally displaced persons; (b) undertaking legal and institutional capacity-building initiatives in countries that are receiving substantial numbers of asylum-seekers but that lack the capacity to process their asylum applications and meet their material needs; and (c) drawing attention to the linkages between refugee movements, international migration and development, thereby encouraging the international community to pursue a proactive and preventive approach to the problems of human insecurity and displacement.

36. In terms of migration management, recent UNHCR experience has shown that restrictive approaches, based on efforts to obstruct or deter people from moving from one country and region to another, are bound to have negative consequences. On the one hand, they are likely to violate internationally recognized human rights principles and the norms of refugee protection. On the other hand, they are likely to force prospective migrants and asylum-seekers into the hands of unscrupulous human traffickers. An effective migration management strategy should create organized opportunities for regular and legal migration, while recognizing that many bona fide refugees will continue to arrive in countries in an "irregular", "illegal" and "spontaneous" manner.

6. Food and Agriculture Organization of the United Nations

37. The Food and Agriculture Organization of the United Nations (FAO) formed the Secretariat for the Inter-Agency Task Force on the United Nations Response to Long-Term Food Security, Agricultural Development and Related Aspects in the Horn of Africa in 2000. This collective effort strives to reduce the extent of conflict and the threat of famine in the region, thereby mitigating the "push" factors which fuel international migration. FAO is also involved in efforts to tackle crisis migrations in the Balkans. Two projects, namely, the Emergency Farm Reconstruction Project and the Irrigation Rehabilitation Project in Kosovo, are aimed at attracting returnees from Western Europe and help them to restore their livelihoods by restocking farms, repairing machinery and restoring irrigation services. Through these projects, FAO learned that technical or vocational training tailored to the local economic situation and livelihoods contribute to stabilizing populations and fostering return flows of people. A more general type of training, by contrast, often stimulates out-migration towards urban or foreign locations.

7. International Labour Organization

38. The protection of workers employed in a country other than their own, through formulation of international standards for the treatment of migrant workers, has always been an important activity of the International Labour Organization (ILO). It has adopted a number of labour standards that apply equally to foreign workers and to nationals. In addition, ILO has adopted two international conventions on the rights of migrant workers, namely, the Convention concerning Migration for Employment (Revised), 1949 (No. 97), and the Convention concerning Migrations in Abusive Conditions and the Promotion of Equality of Opportunity and Treatment of Migrant Workers, 1975 (No. 143), both of which are in force.

39. ILO has contributed towards adherence to these standards by monitoring laws and practice in the treatment of migrant workers, providing advisory services to its tripartite constituents on many aspects of migration policy and administration, organizing training seminars, conferences and meetings on the many problems of protection and development issues raised by labour migration for both labour-sending and -receiving States. Inter-country meetings that ILO has recently organized include the Subregional Conference on Labour Migration in the Countries of Central Asia, in Dushanbe, in 2001; the High-Level Tripartite Meeting on Achieving Equality in Employment for Immigrant Workers, Geneva, in 2000; and the Subregional Conference on Employment and Protection of Migrant Workers in Europe, Hungary, in 2000.

40. The technical assistance provided by ILO is designed to meet a variety of needs of Member States, from strengthening the national administration to helping countries of origin cope with the repatriation and absorption of return migrants, especially under crisis conditions. ILO also assists Governments in evaluating their policies, focusing especially on the effectiveness of measures to prevent abuses in recruitment and to combat discrimination against foreign workers. Technical assistance is provided to Governments negotiating bilateral or multilateral agreements on labour migration. ILO also undertakes research on a wide range of topics related to international labour migration, many of which are relevant for the understanding of migration's relationships with development. Statistics on international labour migration and migrant workers have been collected and have been made accessible to the general public through an Internet web site since 2000.

41. ILO draws lessons regarding migration management from the wide range of activities carried out. For example, ILO observed that many Governments, even though they had not ratified the ILO Conventions, used them as models or reference points in state policy on the equal treatment of migrant workers. Thus, promotion of the Conventions plays a bigger role than is suggested by numbers of ratification. Furthermore, the task of promoting integration of migrants is a complex one that requires action at many levels starting with legislation at the state level to voluntary codes of practice adopted by firms. It is important to have goals and targets with which to measure the effectiveness of various initiatives.

E. Organizations outside the United Nations system

1. International Organization for Migration

42. IOM, which marks its fiftieth anniversary in 2001, is an intergovernmental organization composed of 86 member States and 41 observers. The activities of IOM can be largely grouped into six main service areas, namely: movements; assisted returns; technical assistance and capacity-building; public information campaigns; counter-trafficking; and medical services.

43. The transportation of migrants and the preparations for their safe travel are at the core of the organization's activities. IOM continues to play an important role in providing migration assistance in emergency situations both for evacuation, when required, and for voluntary return, when circumstances permit. Its mandate also allows it to arrange the movement of internally displaced persons (IDPs) when required. The organization has approached return movements of people from a broad developmental and humanitarian perspective. Thus, IOM works on programmes, notably in Africa, to facilitate the return of qualified nationals to developing countries, attempting to mitigate some of the effects of the brain drain. IOM also carries out programmes to support the voluntary returns of other migrants, including rejected asylum-seekers and irregular migrants, notably in the Balkans.

44. Through its technical cooperation programmes, IOM offers advisory services and training on migration to Governments with the aim of assisting in the development and implementation of migration policy, migration legislation and migration administration. Of growing importance is the organization's support for regional intergovernmental migration management processes such as the Puebla Process in North and Central America, the Migration Dialogue for Southern Africa, and the Dakar Declaration process in West Africa. In many cases, such dialogues specifically deal with the link between migration and development, among other issues.

45. IOM has accumulated valuable experience in the conduct of mass-media campaigns as an indispensable component in efforts to manage migration situations. For instance, its anti-trafficking projects in Central and Eastern Europe and in South-East Asia have included multimedia outreach to warn potential victims in countries of origin about the risks of involvement with traffickers, as well as to sensitize local populations in transit and receiving countries to the issue. IOM has also continued to carry out and to publish research on trafficking, especially trafficking of women, and has increased the number and scope of programmes to assist victims of trafficking. Moreover, IOM has addressed the health needs of migrants and societies impacted by migration. In particular, there has been a growing focus on the link between HIV/AIDS and migration, and creation of awareness-rising activities. In May 2001, IOM and UNAIDS jointly published a paper "Migrants' Right to Health",[6] outlining best practices in relation to the rights of migrants to health, with a particular emphasis on HIV/AIDS/STD and reproductive health matters.

46. A number of valuable lessons can be drawn from the wide range of activities carried out by IOM. First, it is increasingly important in this globalized world to have explicit national migration policies, including some mechanism for legal immigration or labour migration. The recent experience of many industrialized countries illustrates that control measures alone cannot regulate migration. Orderly, managed migration offers a viable alternative to irregular migration and can counter some negative consequences of migration. Secondly, better mechanisms are required for policy consultation among countries grappling with similar situations, and/or among "clusters" of countries dealing with a particular migration flow at different points along the way. As various regional consultation processes have shown, consensus on policy measures encourages cooperation at the time of policy implementation. Thirdly, anti-trafficking assistance programmes and research suggest that public information campaigns should be conducted regularly and more widely. At the same time, provisions in trafficking legislation that recognize trafficked persons as victims, provide assistance for them, and incorporate witness protection features in exchange for testimony against traffickers will help to bring victims forward and obtain convictions of traffickers. Lastly, voluntary return programmes will be more successful if greater resources are dedicated to sustainable reintegration in countries of origin, through cooperation between the host country and the origin country.

2. Organisation for Economic Cooperation and Development

47. International migration has long been a concern of OECD member States and such concern is reflected in the activities of the organization. For example, in November 1998 the OECD organized in Lisbon, the International Conference on Globalization, Migration and Development. It was a follow-up to the regional seminars organized between 1996 and 1998 on the theme of migration, free trade and regional integration in Central and Eastern Europe, the Mediterranean Basin and North America. The OECD has also issued the Development Assistance Committee Guidelines on Poverty Reduction, in which development cooperation policies in support of increasing employment opportunities in developing countries are encouraged to prevent outflows of skilled labour from poor countries. With regard to the data collection, the organization has instituted a continuous reporting system on international migration (SOPEMI) which allows the exchange and dissemination of statistical information on international migration to the OECD countries. The data collected are used to analyse the economic and social aspects of international migration and published annually in *Trends in International Migration*.

48. Based on these activities, the organization reiterates the position that there is a need to accelerate economic convergence in order to better manage migration flows. It is important to promote and improve the efficiency of public and financial institutions in developing countries, while facilitating

their sustainable development and employment creation. It was also considered that migration policy could play a critical role in accelerating economic convergence, by encouraging the exchange of skilled workers and facilitating free movement of persons, in particular business executives and employees, through bilateral and multilateral agreements.

3. Council of Europe

49. The Council of Europe, consisting of 43 member States, is an intergovernmental organization which aims at promoting human rights, developing intergovernmental cooperation, and helping to consolidate democratic stability in Europe. Its activities in the field of migration are initiated and supervised by the European Committee on Migration (CDMG), a forum within which government experts and representatives of NGOs discuss migration at the pan-European level. The activities of the Council in this field centre around the issues of integration and community relations, migration management, and status of migrants. For example, in 2000, the Council published the reports "Diversity and Cohesion: New Challenges for the Integration of Immigrants and Minorities" and "Framework of Integration Policies". Over the past years, the Council has also extended its activities concerning clandestine migration, and will organize a conference on irregular migration and migrants' dignity in October 2001 in Greece. Furthermore, the Council has promoted the protection of long-term migrants, persons admitted for family reunification, as well as migrant workers, through adoption of recommendations, guidelines and principles, or facilitation of ratification of conventions.

50. The Council considers that many of the migration problems now confronting Governments resulted from a piecemeal approach to specific problems, such as asylum, irregularity or return, and therefore suggests a strategy which is comprehensive and applicable over the long term. Furthermore, migration policy should be open and transparent and must be pursued in a consistent manner. Policy makers should be well informed, so that they can formulate clear rules and regulations. Any strategies should be manageable in terms of the resources, including those of finance, information and time.

4. European Union

51. Migration and asylum have occupied an increasingly prominent place on the political agenda of the European Union and its member States over the last two years. Following the Amsterdam Treaty, which entered into force in 1999, efforts of the European Commission have been devoted to the development of common policies in the field of asylum and migration. The Treaty sets out a five-year programme in this field including the adoption of criteria and mechanisms for deciding which member State is responsible for examining an asylum application, of minimum standards for the reception of asylum-seekers, of procedures for granting or withdrawing refugee status, and of standards for giving temporary protection to displaced persons from third countries. It also seeks to define the rights and conditions under which nationals of third countries may enter and reside in member States. In line with this agenda, the Commission has published a number of proposals and the draft instruments, including *Proposal for a Council Directive Laying Down Minimum Standards on the Reception of Applicants for Asylum in Member States*[7] and *Communication from the Commission to the Council and the European Parliament on a Community Immigration Policy*.[8] The Statistical Office of the European Communities (Eurostat) gathers annual statistics on international migration flows on the basis of a joint questionnaire with the Statistical Division of ECE, the Council of Europe and the Statistical Division of the United Nations. Since 1998, data on illegal migration and asylum have also been collected.

52. Hence, the EU's legislative programme and projects represent a unique model for dealing with migration at a regional level. The EU considers that an integrated and comprehensive approach is highly desirable for the better management of migration. States should lay down clearly the conditions under which nationals of other States may enter and stay, setting out their rights and obligations and ensuring that concerned persons have access to this information and that there are mechanisms in place to see that it is applied fairly. General policies on access to information would greatly enhance transparency.

5. International Centre for Migration Policy Development

53. The International Centre for Migration Policy Development (ICMPD), established in 1993, is an

intergovernmental organization with headquarters in Geneva. A major task of the Centre is to promote comprehensive and sustainable migration policies and to function as a service exchange mechanism for Governments and organizations on mainly European migration issues. ICMPD, as a secretariat for the Budapest Process, has assisted a regional consultative process on harmonization of entry control for the broad European region, involving more than 40 countries. In this context, since 1995 the Centre has organized more than 70 intergovernmental meetings. ICMPD also maintains a very extensive data-gathering system on migration, asylum and border control in Central and Eastern Europe, with regular overviews and analysis. Between 1997 and 2001, it also carried out return programmes of migrants with microcredits for small entrepreneurs in Bosnia and Herzegovina and in Kosovo.

6. Metropolis

54. The International Metropolis Project, launched in 1996 by Citizenship and Immigration Canada, is a set of coordinated activities carried out by a membership of research, policy and non-governmental organizations which share a vision of strengthened migration policy by means of applied academic research. The Metropolis members are now from over 20 countries and a number of international research, policy, and intergovernmental organizations, representing a wide range of policy and academic interests. The underlying idea is that the members will work collaboratively on issues of immigration and integration, always with the goal of strengthening policy and thereby allowing societies to better manage the challenges and opportunities that immigration presents. To this end, Metropolis has stimulated and funded empirical research on important policy issues, some of it international and comparative; organized major international, national and regional conferences on migration issues, involving representatives from policy, research and civil society; organized highly focused seminars, round tables and workshops; and disseminated research results and policy discussions in the Metropolis publication, *The Journal for International Migration and Integration*, and in other print and electronic media.

55. The Metropolis Project has, over the years, developed a large body of knowledge of relevance to migration policy at all levels of government. Their policy-research discussions point to the necessity to accept that migration is a long-term feature of modern societies. Successful migration management must include participation of all levels of government and other civic stakeholders, including NGOs. Successful management also requires the integration of many government policies and activities; it cannot be centralized in one department or Ministry. Regular migration programmes ought to be managed with the purpose of maximizing economic and social benefits and not solely for reducing irregular entry. These programmes may use selection systems that respond to the economic and social needs of the host country or region. The entry of highly skilled migrants tends to create favourable public reactions to immigration and to enhance social tolerance. However, illegal migration is not likely to diminish by increasing regular admissions.

IV. Possible mechanisms to examine international migration and development

56. Over the past decade, the mobility of people crossing borders has increased in magnitude and complexity. International migration is now considered a global phenomenon involving a growing number of States as origin, recipient or transit countries of migrants, and it has become an issue of growing concern to the international community. Consequently, different organizations within and outside the United Nations system have increased the number and scope of activities to deal with this issue, with varying degrees of relevance to development.

57. The interlinkages between international migration and development are extremely complex. Efforts continue to explore to what extent international migration is a response to the dynamics of development and the extent to which migration itself can affect the development process. However, it may be observed from recent activities carried out by relevant organizations that there is a growing awareness that policies and programmes that seek long-term solutions for migration problems have to take into account social, economic and cultural settings of the countries or areas of concern. In particular, return movements should be seen from a broad humanitarian and developmental perspective. At the same time, it has been increasingly recognized that development

programmes in migrant-sending countries and areas can be geared to maximize the benefits that international migration can possibly generate. Such emerging directions call for improved and strengthened cooperation and coordination of work among different offices of the United Nations system, other relevant international and intergovernmental organizations, and NGOs.

58. A number of important lessons have been drawn from a wide range of activities carried out by various organizations within and outside the United Nations. Valuable experience collectively points to some mechanisms that the United Nations system may use to better address and examine the issue of international migration and development in the coming years.

59. First, international migration and development could be an issue of central concern in the work of the United Nations system. In particular, migration issues need to be integrated in a more coherent way within a broader context of economic and social development frameworks, especially when designing strategies and programmes for development. This issue may be incorporated in the regular work programmes of relevant offices, especially in each regional commission.

60. Secondly, the United Nations, in collaboration with other relevant organizations and agencies, may wish to intensify its efforts to support the multilateral forums in which Governments, international organizations and the civil society participate directly to address the issues of international migration and development. International migration remains a politically sensitive subject-matter and there is a lack of consensus to address this issue at the international level. However, recent evidence indicates that a provision of venues for a dialogue may effectively generate the trust and cooperation necessary for migration management. Experience has shown that convening such consultative forums at the regional level is likely to lead to meaningful ways of dealing with the issue.

61. Thirdly, as seen in the review of activities above, the collection and compilation of data on international migration have become a part of regular activity in various organizations within and outside the United Nations system. Statistics that allow characterizing accurate migration flows and monitoring changes over time are still far from complete. Considerable heterogeneity also exists in terms of the nature of data and definitions used. Statistics often serve as a solid basis for the formulation and implementation of international migration policy and programmes. The dynamics of international migration cannot be fully understood without the guidance of migration statistics. The United Nations continues to pursue and broaden its efforts to collect reliable data on international migration and to compile various kinds of statistics in a complementary manner. To assist in such efforts, the United Nations could further promote the implementation of the *Recommendations on International Migration Statistics*.

62. A great deal remains to be explored regarding the interrelationships between international migration and development. In relation to data collection, another request frequently mentioned was an expansion of empirical research on the cause and patterns of migration as well as its social, economic and demographic impacts in order to better understand the mechanism. Furthermore, in view of the fact that irregular migration and trafficking are a growing worldwide phenomenon, research could go beyond standard analyses of migration and explore the plight of migrants, which had been largely neglected in past research. Documenting and disseminating information on successful migration management programmes based on recent experience may also contribute to a better understanding of the interrelationships between migration and development.

63. Finally, the United Nations could continue to exercise its leadership in promoting the ratification of various existing international instruments related to international migration. In its resolution S-21/2 of 2 July 1999, adopted at the twenty-first special session, the General Assembly urged Governments to consider ratifying or acceding to the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families, and becoming parties to the 1951 Convention[9] and the 1967 Protocol[10] relating to the Status of Refugees. Most recently, as noted above, the General Assembly adopted the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, and the Protocol against the Smuggling of Migrants by Land, Sea and Air, and opened them for signature. Other United Nations instruments, while having indirect relevance but of potential importance to international migration and development, include the International

Convention on the Elimination of All Forms of Racial Discrimination,[11] the Convention on the Elimination of All Forms of Discrimination against Women,[12] and the Convention on the Rights of the Child.[13] The United Nations may play a more vigorous role in encouraging States to comply with such instruments to ensure the protection of the human rights and dignity of migrants.

Notes

[1] See *World Population Monitoring 1997: Issues of International Migration and Development*, United Nations publication, Sales No. E.98.XIII.4.

[2] ESA/P/WP/160.

[3] United Nations publication, Sales No. E.98.XIII.4.

[4] Economic and Social Council resolution 1998/46 of 31 July 1998, annex I, sect. B.

[5] A/CONF.157/24 (Part I), chap. III.

[6] UNAIDS/01.16E.

[7] COM (2001) 181 final of 3 April 2001.

[8] COM (2000) 757 final of 22.11.2000.

[9] United Nations, *Treaty Series*, vol. 189, No. 2545.

[10] Ibid., vol. 606, No. 8791.

[11] Resolution 2016 A (XX), annex.

[12] Resolution 34/180, annex.

[13] Resolution 44/25, annex.